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RUEHBM/AMEMBASSY BUCHAREST PRIORITY 3118  
RUEHMO/AMEMBASSY MOSCOW PRIORITY 7433  
RUEHSL/AMEMBASSY BRATISLAVA PRIORITY 0995  
RUEHLJ/AMEMBASSY LJUBLJANA PRIORITY 7171  
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RUEHSM/AMEMBASSY STOCKHOLM PRIORITY 9021  
RUEHAK/AMEMBASSY ANKARA PRIORITY 1852  
RUEHKV/AMEMBASSY KYIV PRIORITY 3342  
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RHMFIUU/DTRA-ALEX WASHINGTON DC PRIORITY  
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RUGIAAA/NGA NAVY YARD WASHINGTON DC PRIORITY  
RUEAHQA/HQ USAF WASHINGTON DC//XONP// PRIORITY  
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UNCLAS SECTION 01 OF 05 STATE 015591

SENSITIVE  
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E.O. 12958: N/A  
TAGS: [OSCE](#) [PARM](#) [PREL](#)  
SUBJECT: TREATY ON OPEN SKIES REVIEW CONFERENCE JUNE  
2010: REPORTING REQUEST

REF: (A)STATE 006955, (B)USOSCE 19

11. (SBU) This is an action message; see para 4 below.

12. (SBU) Background: The President has made clear that strong multilateral engagement and cooperation with partners, including through arms control issues, is at the top of his international agenda. The Treaty on Open Skies is one of the leading European conventional arms control regimes, and one that exemplifies strong multilateral cooperation. The second Review Conference (RevCon) mandated by the Treaty on a five-year cycle will be held from June 7-9, 2010 under U.S. Chairmanship in Vienna, Austria. As Washington prepares to host and organize the RevCon, it is vital that we work with Treaty partners to plan for a successful conference and continued successful implementation of the Treaty.

¶3. (SBU) We are specifically seeking information from the other 33 States Parties to the Treaty on their goals and objectives for the RevCon, and the future of the Treaty itself. In addition, we are interested in information on key decision-makers, the policymaking process, and the relevant factors that underpin each government's positions. Washington seeks the support of our Embassies in outreach activities with partners as preparations develop over the next four-month period. We greatly value Posts' assistance in providing information that will aid Washington's preparations for this important international event.

¶4. (SBU) Action: Posts are requested to contact host government officials in the MFA, as well as MOD as applicable, to provide the non-paper on the June 2010 RevCon and list of associated questions in para 5, including a notional outline for the RevCon Agenda, and to solicit their views on the points in paras 5-6. Request Post report on the discussion, including Post views on how best to engage host governments on issues related to Open Skies in the months ahead. Washington will use responses from this request to inform USG policymakers responsible for Open Skies and related issues as part of the process of developing policy and strategy for the RevCon.

STATE 00015591 002 OF 005

¶5. (SBU) Begin text of non-paper:

Open Skies Treaty: June 7-9, 2010 Second Review  
Conference Preparations

The Treaty on Open Skies entered into force on January 1, 2002, and currently has 34 States Parties. The Treaty establishes a regime that allows unarmed aerial observation flights over the entire territory of its participants. The Treaty is designed to enhance mutual understanding and confidence by giving all participants, regardless of size, a direct role in gathering information about military forces and activities of concern to them. Open Skies is one of the most wide-ranging international efforts to date to promote openness and transparency of military forces and activities. To date, over 635 observation flights have been conducted.

The President of the United States has made clear that strong multilateral engagement and cooperation with partners, including through arms control issues, is at the top of his international agenda. As Secretary Clinton said in her speech in Paris on January 29 "European security remains an anchor of U.S. foreign and security policy." The Treaty on Open Skies is a leading European conventional arms control regime that exemplifies strong multilateral, transatlantic cooperation.

The Treaty mandates a five-year Review Conference (RevCon) cycle, and the next one will be held from June 7-9, 2010 under U.S. Chairmanship. The RevCon provides a unique opportunity for the States Parties to the Treaty to not only review implementation, but to also provide future direction. The United States remains committed to full implementation of the Treaty by all Parties, and is eager to work with partners to ensure the Treaty's continued viability into the future. Specifically, we are all facing technological advances, which create some Treaty sustainment issues that warrant special attention. Being mindful of international resource constraints, we want to work with Treaty partners on a transition plan for new digital sensors and aircraft.

In Vienna, the Open Skies Consultative Commission (OSCC) established an Informal Working Group on Planning the

STATE 00015591 003.2 OF 005

Review Conference (IWGPRC), which met twice in the fall. The U.S. Chair has encouraged all States Parties to think about two issues: preparation of the agenda for the meeting and the content/scope of a political Final Document. In Vienna, there is broad agreement that a consensus political Final Document should be prepared. We are planning to begin discussion of the draft agenda for the RevCon at the next OSCC meeting on February 22.

We are proposing the following outline of topics for the agenda:

1A. Review and Evaluation of Treaty Implementation 2005-Present

- a. Overview of OSCC Activities
- b. Reports by Informal Working Groups (Sensors, Rules and Procedures)
- c. Status of current observation aircraft and their sensors
- d. Conduct of observation flights and mission planning
- e. Quota distribution
- f. Notification exchanges
- g. Sharing observation flights - lessons learned for joint planning/execution
- h. Accession of new States Parties

1B. Future Treaty Implementation: Designing the Next Generation of Treaty Implementation

- a. Future Resources:
  - i. Aircraft, sensors, digital productsRussia brief on new platform/sensors
- ii. Transition Plan: film to digital capability
- iii. Sharing Assets? Common ownership and operation of Open Skies assets (aircraft, sensors, targets, etc.)
- b. Broadening the utility of Open Skies aircraft and imagery:
  - i. Applications (disaster relief, climate change, energy security)
  - ii. Awareness Raising - Public Relations
- c. Outreach
- d. Google Earth Demonstration
- d. Digital sensor implementation protocol - how to satisfy Treaty obligations with digital data

-- What topics would your government like to see included as agenda items for the RevCon? Could your delegation provide a food-for-thought paper on this

STATE 00015591 004.2 OF 005

subject for review in advance of the RevCon?

--The U.S. supports the goal of a consensus political document, e.g., Final Document, at the close of the RevCon. Does your government share this goal?

-- How does your government view the contributions of Open Skies to the broader European security architecture?

--How does your government plan to continue support for the Treaty in the future, including the transition to digital sensors/media?

--Is your government considering replacing your Open Skies aircraft and/or sensors?

--Does your government plan to continue exercising Open Skies quotas missions?

--Does your government continue to value missions as CSBMs and as transparency measures?

--Is your government interested in conducting missions for other "transnational" threats (see OSCE Ministerial Decision 2/09)?

We look forward to working with [host country] and all our Treaty partners in planning the RevCon in the coming months. In order to prepare for the next OSCC meeting, we welcome responses to this non-paper and questions by February 26.

End non-paper

¶6. (SBU) Post may draw on the following questions during discussion (do not provide in writing to host governments):

-- Who are key government personnel involved in Open Skies decision-making in the Ministry of Foreign Affairs, related ministries (such as defense)?

-- How does the Open Skies policymaking process work, and what is the interplay among government officials and agencies?

-- What are the key factors that influence policies or positions on Open Skies issues? What aspects of this

STATE 00015591 005 OF 005

Treaty are important to your government?

-- What are the roles and influence of the host country's conventional weapons industry (if any), academia, and non-governmental organizations in Open Skies decision-making?

¶7. (U) For USOSCE Vienna: Please share the non-paper in paragraph 5 with OSCC delegations in Vienna and encourage them to coordinate with their capitals as soon as possible. The U.S. provided a draft agenda to the OSCC for discussion at the next IWGPRC on February 22 (OSCC.PRC/1/10). We also welcome feedback from Vienna delegations on the non-paper, with primary emphasis on draft agenda items for the RevCon.

¶8. (U) Posts: for additional information about the Open Skies Treaty, please see:  
<http://t.state.gov/t/vci/occa/os/os.htm>

¶9. (U) Please slug replies for the Department (VCI/CCA) and USOSCE Vienna (AC). Questions regarding this message may be directed to Diana Marvin (VCI/CCA), [marvindi@state\(.sgov\).gov](mailto:marvindi@state(.sgov).gov), or 1-202-647-5357, or Darin Liston, [listondm@state\(.sgov\).gov](mailto:listondm@state(.sgov).gov), or 1-202-647-9567.  
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